Who Needs Guidance?

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A key issue in guidance provision is how to make services flexible and responsive to client need. A model is presented which distinguishes between individuals with high, medium and low levels of readiness for career decision-making. It is suggested that those with high levels can be referred to self-help services; those with moderate readiness to brief staff-assisted services; and those with low readiness to individual case-managed services. The theoretical basis for the model, the use of diagnostic instruments within the model, its implications for career resource rooms and Internet websites, and its staffing implications, are discussed. Elements of the model are currently being applied in a careers service setting in Coventry. The main principles of this work are described, and the more general relevance to the model to current policy issues in the UK is examined.

The Centre for Guidance Studies was created in 1998 by the University of Derby and five careers service companies (the Careers Consortium (East Midlands) Ltd.). The centre aims to bridge the gap between guidance theory and practice. It supports and connects guidance practitioners, policy-makers and researchers through research activities and learning opportunities; and by providing access to resources related to guidance and lifelong learning.

CeGS aims to:

- conduct and encourage research into guidance policies and practice;
- develop innovative strategies for guidance in support of lifelong learning;
- provide resources to support guidance practice across all education, community and employment sectors.

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Introduction

Identifying client need is an important issue in all career guidance provision. It is important that interventions should start where the client is, should be responsive to clients' expressed needs, but where appropriate should provide opportunities for exploration of underlying needs. In addition, where guidance services are publicly funded and cost-limited, there may be policy pressures to target these resources to clients who are regarded as needing them most.

Within the UK, the targeting of guidance resources is currently been given significant policy prominence. The Careers Service, for example, is being asked to focus its activity in schools on pupils most in need of support, linked to the Government's commitment to social inclusion and to re-engaging disaffected young people. Schools are accordingly being asked to "identify those most in need of help" and to "agree the right support for pupils" - i.e. the kinds of help they individually require (DfEE, 1999a).

In the field of adult guidance, current Government policy is based on a distinction between three groups of adults: those whose "straightforward need is for basic and unmediated - but comprehensive - information about learning opportunities"; those who "also find it useful to talk through with an adviser what is available locally, how it relates to employment opportunities and where they can go for further help"; and those who "have a need for a more tailored service, which may include an in-depth guidance interview". It is proposed that the needs of the first two groups should be met free of charge, but that services for the third might include "those for which a charge is levied" (DfEE, 1999b, pp.4-5). An important

part of this strategy is the Learning Direct helpline and website, which are to include diagnostic packages designed to "signpost" users to local information, advice and guidance services when further help is required (see Watts, 1999).

In considering ways of identifying clients' guidance needs as a basis for signposting them to appropriate guidance resources, it is important to draw on experience not only in the UK but also overseas. In the USA, an influential model has been developed at Florida State University. Originally developed within the university's own career centre - a centre open to the local community as well as to the university's own students (Reardon, 1996; Reardon & Minor, 1975) - it has subsequently been applied elsewhere, including the one-stop centres which have been set up in most states with the support of the US Department of Labor (Sampson & Reardon, 1998). The next sections of the paper present the main elements of the model, including its theoretical basis and its operational implications. This is followed by a brief preliminary report on the application of the model within a careers service in the UK, and finally by discussion of its possible wider implications for the UK. The paper draws on a symposium held at the Centre for Guidance Studies, University of Derby, in March 1999, and on a subsequent Internet discussion group on the Centre's website.

The model

Theoretical base

The theoretical base of the model applies cognitive information processing (CIP) theory to the process of career problem-solving and decision-making (Peterson, Sampson & Reardon, 1991; Peterson, Sampson, Reardon & Lenz, 1996; Sampson, Lenz, Reardon & Peterson, in press). Two core constructs in the CIP approach include the pyramid of information-processing domains (the content of career problem-solving and decision-making, involving self-knowledge, occupational knowledge, decision-making skills, and metacognitions) and the CASVE cycle (the process of career problem-solving and decision-making, involving the phases of communication, analysis, synthesis, valuing, and execution). The model thus embraces and significantly extends the DOTS model (Law & Watts, 1977) which has been influential in the UK.

With these two constructs as a foundation, seven key elements of the CIP model can be identified that are essential to its successful application in practice:

1. Screening individuals for career decision-making readiness before delivering services.
2. Matching levels of staff assistance to identified individual needs.
3. Using career theory to help individuals understand and manage career decision-making.

4. Using the career resource room and Internet website with all levels of service delivery.
5. Using career resources that are appropriate for diverse individual learners.
6. Using staff teamwork in delivering services to individuals.
7. Providing common staff training for delivering resources and services.

These elements are based on the assumptions that multiple staff members are involved in service delivery, that a variety of career resources and services are available, and that career resources and services are delivered both in a career centre and on an Internet website. Services with one or two staff members, services with limited career resources, and services without Internet websites, would need to adapt the application of the model to their setting. Depending on the organisational affiliation of the service, the qualifications of staff, and the nature of the individuals served, further adaptation of the model may be required in order to implement it effectively.

Screening individuals

Individuals vary in their readiness for making career decisions (Phillips & Blustein, 1994). Numerous theoretical constructs have evolved to explain why some individuals have difficulty in career decision-making, such as vocational maturity (Super, 1974), career maturity (Crites, 1996), career adaptability (Super, 1983; Savickas, 1994), vocational identity (Holland, 1997), decision-making self-efficacy (Lent & Hackett, 1987), career beliefs (Krumboltz, 1983), and dysfunctional career thinking (Sampson et al., 1998). If individuals are not screened prior to receiving career services, those individuals with low readiness for decision-making may be underserved by staff who are unaware of their substantial need for assistance, while high- readiness individuals may be overserved by staff who deliver expensive individualised interventions when less expensive approaches are likely be equally effective.

In the CIP model, screening individuals at the outset of service delivery increases the likelihood that the services delivered will be congruent with individual needs. As a result of better allocation of scarce staff resources, staff will have time to serve more individuals with briefer interventions, or will have more time to deliver intensive individualised interventions in order to assist individuals with extensive needs. The screening process may be as simple as asking individuals to articulate their reasons for seeking assistance and judging readiness based on their response. If this brief screening question indicates that a concrete request for information exists and that no potential problems are evident, then no further screening is needed at this point and a referral is made to self-help resources. If the brief screening question indicates that no concrete request for information exists and that there are potential problems (such as uncertainty when a decision

needs to be made, confusion, or disabling emotions), then more comprehensive screening is likely to be needed.

A readiness assessment measure may be used to assist staff in making a judgement about individuals' readiness for career decision-making (Sampson, Peterson, Reardon & Lenz, 1999). The use of a comprehensive screening measure provides individuals and practitioners with an easy understood, common frame of reference for discussing readiness. The measures listed in Figure 1 could be adapted for the UK by revising spellings and language, and then collecting UK norms and UK reliability and validity data. Careers services wishing to adapt these measures should contact individual publishers for appropriate permissions and instructions.

It is important to emphasise that judgements about individuals' readiness for career decision-making should be based on interaction and negotiation with the individual, not just relying on a simple score on an assessment instrument. The goal of readiness assessment is to help both individuals and practitioners to make informed, collaborative decisions about the level of staff assistance that is most likely to meet their needs.

Figure 1: Examples of instruments for readiness screening

Instruments	**No. of items**	**Attributes measured**
Career Decision Scale (Osipow, Carney, Winer, Yanico & Koschir, 1976)	19	Career Certainty and Indecision
My Vocational Situation (Holland, Daiger & Power, 1980)	26	Vocational Identity, Need for Information, Barriers in Career Decision-Making
Career Decision Profile (Jones, 1998)	16	Decidedness, Comfort, Self-Clarity, Knowledge about Occupations and Training, Decisiveness, Career Choice Importance
Career Factors Inventory (Chartrand, Robins, Morrill & Boggs, 1990)	21	Career Choice Anxiety, Generalised Indecisiveness, Need for Career Information, Need for Self-Knowledge
Careers Beliefs Inventory (Krumboltz, 1991)	96	Employment Status, Career Plans, Acceptance of Uncertainty, Openness, Achievement, College Education, Intrinsic Satisfaction,

		Peer Equality, Structured Work Environment, Control, Responsibility, Approval of Others, Self-Other Comparisons, Occupation/College Variation, Career Path Flexibility, Post-Training Transition, Job Experimentation, Relocation, Improving Self, Persisting While Uncertain, Taking Risks, Learning Job Skills, Negotiating/Searching, Overcoming Obstacles, Working Hard
Career Attitudes and Strategies Inventory (Holland & Gottfredson, 1993)	130	Job Satisfaction, Work Involvement, Skill Development, Dominant Style, Career Worries, Interpersonal Abuse, Family Commitment, Risk-Taking Style, Geographical Barriers
Career Maturity Inventory - Revised (Crites & Savickas, 1995)	50	Career Maturity Attitude, Career Maturity Competence
Career Thoughts Inventory (Sampson, Peterson, Lenz, Reardon & Saunders, 1996a; 1998)	48	Total Dysfunctional Career Thoughts, Decision-Making Confusion, Commitment Anxiety, External Conflict (with significant others)
Note: Each of these instruments can be hand-scored. Hand-scoring capability facilitates rapid responsiveness, which is an important characteristic in efficiently serving large numbers of clients in a timely manner. All except the Career Thoughts Inventory are reviewed from a UK perspective in Killeen et al. (1994).		

Matching levels of assistance to levels of need

The goal of the model is to avoid either overserving or underserving individuals. Accordingly, the screening process outlined above is used to select an appropriate level of staff assistance in relation to individuals' need for assistance.

Three levels of service delivery are distinguished: self-help services, brief staff-assisted services, and individual case-managed services.

Individuals who are initially judged by staff to have a high level of readiness for decision- making are referred to self-help career services. Career resource rooms and Internet websites are designed to assist individuals in selecting, locating, sequencing and using needed resources with little or no assistance from staff.

Individuals who are initially judged by staff to have a moderate level of readiness for decision-making are referred to brief staff-assisted services. This includes self-directed career decision-making, involving practitioner-guided use of career resources and services in a career resource room by individuals with adequate decision-making readiness to effectively learn in this environment. Staff teamwork, and the continuity offered by the use of individual learning plans, allow individuals to work with one or more staff members of their choosing and to decide how quickly they will proceed. Other brief staff-assisted services include shorter-term group counselling (less than 6 sessions), career courses with large-group interaction, and workshops. In each of these group interventions, the opportunity for interaction among participants is minimal to moderate.

Individuals who are initially judged by staff to have a low level of readiness for decision- making are ideally referred to individual case-managed services. This includes individual counselling, longer-term group counselling (more than 6 sessions), and career courses with small-group interaction. By having a greater amount of time available for service delivery, staff can proceed at a pace slow enough for low-readiness individuals to process information more effectively and to deal with a diverse range of issues that make decision-making difficult. Group interventions in this category allow maximum opportunity for interaction among participants.

No firm data exist on the proportions of clients who fall into the three categories. Estimates of those requiring case-managed services tend how-ever to fall between 10% and 50%, depending on the population, with the remainder being divided between those requiring self-help and brief staff-assisted services.

The resulting net effect is to limit expensive services (in terms of staff resources) to individuals with more extensive needs. The effectiveness of this approach is dependent on staff briefly checking with individuals receiving self-help to ensure that their needs are being met, and increasing the level of staff assistance when it becomes apparent that additional assistance is needed (Sampson et al., 1999).

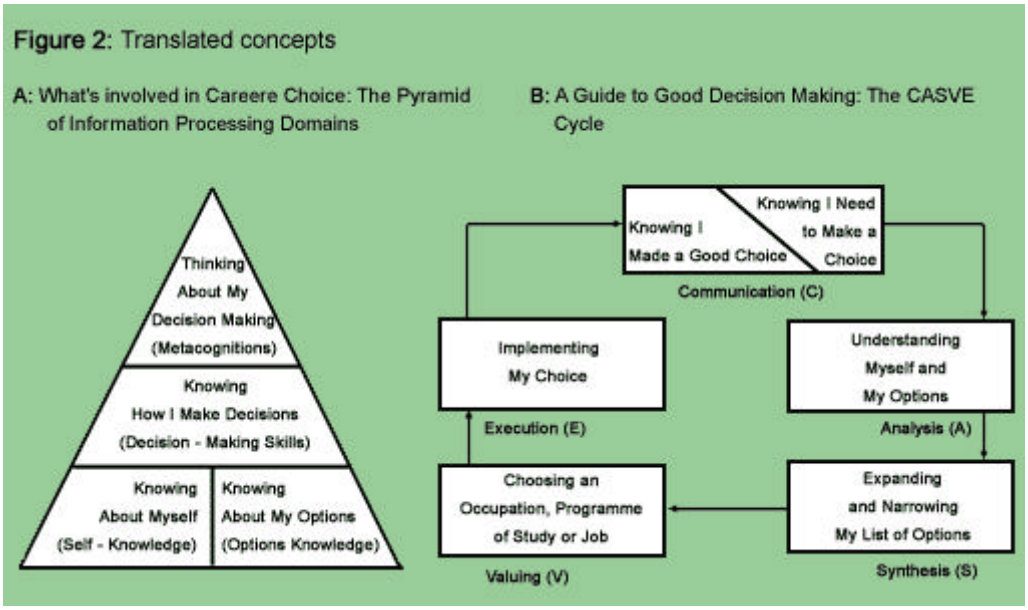
The model also assumes that practitioners may have diverse training and qualifications. The use of a team approach (with paraprofessionals, professionals-in-training, and professionals working collaboratively) has been shown to contribute to the cost-effectiveness of career service delivery (Reardon,

1996). Practitioners delivering services to low-readiness individuals need specific training in individual case-managed interventions that may include the integration of career and mental health issues.

Using career theory

Career theory serves two purposes in the CIP approach. First, it helps the practitioner to decide how much and what type of assistance individuals will need in order to solve career problems and make career decisions. Second, career theory helps individuals understand the content of career decision-making (what is involved in career choice) and the process of career decision-making (the steps to good decision-making). This understanding can help individuals to create a cognitive framework or schema for career choice that reduces ambiguity in the career choice process, enables them to better manage the overwhelming amount of career choice information that is available, and provides clear criteria for self-monitoring of progress in decision-making.

In order for individuals to use theory to better understand and manage career decision-making, theoretical constructs need to be translated into terminology that individuals can readily comprehend. Several strategies have been used in the CIP approach to translate theoretical constructs (Figure 2) for use by individuals using resources and receiving services. The language of the original constructs developed by Peterson et al. (1991) were translated by Sampson, Peterson, Lenz & Reardon (1992) to avoid professional jargon and improve clarity. These revised constructs are presented to individuals on handouts as part of self-help services, brief staff-assisted services and individual case-managed services to help individuals understand and manage career decision-making. The translated concepts, supported by several metaphors, are also used in an instructional workbook designed to restructure negative cognition and enhance competence in career decision-making (Sampson et al., 1996b).



Using the career resource room and Internet website

In the CIP approach, career resource rooms and Internet websites play a key role in the delivery of resources and services. As mentioned previously, career resource rooms and websites provide individuals with self-help access to resources that meet identified learning needs. The career resource room is an open space within the career centre, with a reception area, bookshelves and files for maintaining resources, tables and computer work stations for the use of resources, and adjacent group rooms and staff offices. The Internet website is the distance guidance component of the career service (Sampson, 1999).

The effectiveness of self-help services delivered in career resource rooms is dependent on having:

1. an easy-to-understand classification schema for organising resources;
2. an index to identify available resources;
3. resource guides to help individuals select resources that meet their needs;
4. clear signposting to physically locate resources;
5. a comfortable and attractive place to use the resources and receive other services (Peterson et al., 1991).

The effectiveness of self-help services delivered via Internet websites is dependent on having:

1. the site designed to help users select appropriate resources by linking individuals' needs to resources and external links;
2. suggestions provided on how to sequence and use the resources and links

that are available;
3. assessment, information, and instruction that has been validated for self-help use;
4. a description of circumstances where help from a practitioner is typically needed to meet needs (Sampson, 1999).

The career resource room can also be effectively used in brief staff-assisted services by having staff assist individuals to select, locate, sequence and use resources based on the creation and regular review of individual learning plans. An ILP helps clients and practitioners to collabor-atively plan the use of resources and services necessary to solve a career problem. The written plan includes client goals and prioritised learning activities with related outcomes.

Similarly, the career resource room can be effectively used in individual case-managed services by bringing clients into the resource room during a session to use resources under the supervision of the practitioner. In this way, learning can be enhanced by taking advantage of the "teachable moment" to immediately clarify and apply what has been learned, or to identify dysfunctional thoughts that inhibit learning and decision-making, without having to wait for the next scheduled appointment with a practitioner.

The Internet website can be used in the career resource room or staff offices as part of brief staff-assisted or individual case-managed services to model and reinforce information-seeking behaviour. Low-readiness clients who have difficulty in processing information may still be effective Internet website users if appropriate assistance is provided by a practitioner in the use of the website.

Using appropriate career resources

The CIP approach recognises that individuals vary in terms of their verbal aptitude, motivation, and learning style (Peterson et al., 1991). Ideally, the career resources available in the career resource room and on the Internet website should be appropriate for the inherent diversity in individuals' verbal aptitude, motivation, and learning style. In terms of verbal aptitude, it is particularly important for resources to be available with a range of readability. Many career resources are written at high school or college reading level, which may lead to failed interventions for adolescents and adults with limited reading ability.

Advertising that a wide range of individuals can be served in a career service, when in fact only highly verbal individuals can successfully use the resources available, may result in failure experiences for individuals with limited reading skills and make them reluctant to seek further career assistance. In terms of motivation and learning style, traditional text-based resources (which may include simple text-based Internet websites) need to be supplemented with video and

interactive computer-based resources that may be more reinforcing for some learners (Peterson et al., 1991). Care also needs to be taken to ensure that individuals' physical disabilities do not prevent them from accessing resources in career resource rooms. Similarly, Internet websites should be accessible through text readers for individuals with visual disabilities.

Using staff teamwork

An essential brief staff-assisted service in the CIP approach is self-directed career decision- making. As stated previously, this intervention involves practitioner-guided use of career resources and services in a career resource room by individuals with adequate decision-making readiness to learn effectively in this environment. The assumption is that continuity in service delivery resides in the collaboratively developed written individual learning plan, as opposed to the behaviour of any single staff member. This results in two benefits to the individual. First, he or she is not restricted to the available appointment times of any one practitioner. Second, individuals are also able to decide how quickly they will use available resources and services. They can choose to spend considerable time working on their career problem with several staff members, or they can choose to work with one staff member during their assigned times in the career resource room if they value the relationship with a particular practitioner (Sampson & Reardon, 1998). For this approach to be effective, however, staff teamwork is essential. Staff members must be able to quickly establish helping relationships, to clarify client progress in completing the individual learning plan, and subsequently to revise the plan if new individual needs emerge.

Providing common staff training

Another factor in the success of self-directed career decision-making interventions is common staff training (Sampson & Reardon, 1998). Common training experiences among staff are needed to reduce the likelihood of inconsistent or disjointed service delivery when multiple staff serve one individual. Individuals may become confused and discouraged if some staff are unable to help them effectively use the resources and services included on their individual learning plan.

There are content and process dimensions to common staff training. In terms of the content dimension, all staff need to be familiar with the theoretical basis of the service delivery in order to assist clients in understanding and managing the career decision-making process. All staff also need to be competent in the use of core assessment, information, and instructional resources. In terms of the process dimension, all staff need to be competent in the readiness assessment

and intervention planning elements of the CIP approach. This includes competence in the use of one or two common readiness assessment instruments, as well as the use of readiness assessment data in selecting an appropriate type and amount of staff intervention and in collaboratively designing an individual learning plan to adequately meet client needs.

In terms of staff training, career resources can be categorised as core or specialised resources. Core career resources and services are those judged to be relevant to common career problems, with all staff expected to be competent in their use or delivery. Specialised career resources and services are those judged to be relevant to less common career problems, with specific staff having expertise in assisting individuals or other staff in their use or delivery.

Applications in the UK

Coventry

Some preliminary work is currently being undertaken at Quality Careers Services (QCS) in Coventry to explore ways key elements of the model outlined above could be implemented in a UK careers-service setting. QCS is an unusual service in that it delivers its guidance to young people directly from bases in schools, supported from a central headquarters which also houses a large shopfront service dealing with young unemployed and adult clients. The shop has a team of three full-time and two part-time front-line information assistants, supported by a team of employment assistants and careers advisers. Due to significant recent restructuring, most of the shop staff are new in post: this has provided a particularly opportune moment to trial the model.

The essence of the model, in the view of QCS, is going more firmly down the road of genuine customer-driven services. This means maximising the service around the ways customers think, improving needs diagnosis, and maximising the use of self-help and brief staff-assisted services, utilising individual careers adviser interviews only for the more complex needs. Whilst QCS is well down this road already, there are potential areas for improvement.

The two aspects of the work being reviewed are services at the QCS central offices and website development, though it is clear that the approach has relevance to most of the company's operations. Work groups have been set up to look at both areas, in each case focusing separately on the needs of young people and of adults.

A number of key tasks have been identified, with key principles for each one. Thus on resource room layout, the principles are:

- improvements of signposting in terms which directly reflect customers needs rather than library jargon and which genuinely encourage self-help;
- using customers to help in designing the room;
- producing a map of the room to assist customers in using it;
- housing the most popular resources in mobile stands/files.

On clarification of staff roles/responsibilities, the principles are:

- information assistants should be trained and encouraged to take the diagnosis of need a stage further than the basics where necessary;
- all staff should develop an intimate working knowledge of the resources in order to be able to help clients effectively;
- clients initially presenting a concrete query should be referred to the appropriate resource, with back-up staff "floor walking" to check whether the client is getting what they want and to identify any other needs emerging;
- all staff, including careers advisers and managers, should have some input into the resource room on a regular basis;
- strong teamworking on all sides is essential for the successful operation of the front-line service, and a strong programme of mutual training, coaching and mentoring is required from everyone for it to succeed;
- the information team need not be based in the resource room, but should spend some time there in order to better understand customer need and to evaluate the benefits of different resources.

On the development of resource guides, the principles are:

- a series of such guides should be written covering the principal customer needs expressed, e.g. "Getting to know yourself better" and "Dealing with redundancy";
- each should list the resources available in a language which guides the customer around the room;
- each should have stated learning outcomes;
- titles should be simple, possibly phrased as a question;
- a common format should be agreed;
- CLCI references should be included;
- a "who to contact" or "what to do next" section should be added at the end;
- there should be separate guides for young people and for adults;
- the guides should be prominently displayed.

On developing use of screening instruments, the principles are:

- a variety should be trialed to establish preferred options;
- they should probably be administered initially by careers advisers, with other staff trained later;

- instruments should be used when it is unclear where a client is "coming from" in terms of their vocational decision-making and/or barriers to job-seeking - this information can be used to determine the level of service they receive and as background information for adviser interviews.

On the development of individual learning plans, the principles are:

- plans should be designed and training provided in their use, particularly in the brief intervention situation, to assist customers to use the resources constructively;
- they can be used as a dynamic tool, allowing other members of staff to pick them up and to add to them;
- they can be used as evidence of work done with the client;
- they should be used by all members of staff;
- different versions could be used for front-line and adviser interviews or to reflect reporting requirements for project funding.

On the development of quantity and quality of information resources, the principles are:

- planning of resources should concentrate on multiple copies of the best quality resources rather than going for a wide range, thus encouraging simplicity for customers and staff familiarity (staff judgement should be exercised ruthlessly on this if necessary: new resources should only be added if something else is lost);
- the volume of relevant resources should be improved to enhance self-help capacity;
- the long-term aim should be to produce a computerised index of resources available by occupation.

On the planning and operation of a training/ supervision programme, the principles are:

- training should be "on-the-job" as well as "off-the-job", involving advisers in a proactive coaching role;
- training for careers advisers and information assistants should as far as possible be common.

On website development, the principles are:

- a webmaster should be appointed internally, with (as a minimum) basic computer skills (e.g. able to use WORD), and given training in Microsoft Frontpage;
- technical consultancy should be outsourced;

- the style of the website should be customer-need-driven, e.g. "searching for a job" or "I don't know what I want to do", rather than just listing resources at random;
- provision for young people and for adults should be separated;
- work-groups for website development should include some people from the service-delivery work-groups, so that the content can mirror that of the resource guides and follow the same customer-need-driven path.

Wider applications

The CIP model, and the work being done to apply key elements of the model in Coventry, are relevant to many aspects of career guidance practice in the UK. Many higher education careers services, for example, have moved away from a service centred on advisory interviews to an open-access model, with information rooms supported by brief informal interviews, and long interviews available as a residual resource for those who need it (Watts, 1997). This reflects a wider trend, visible across Europe, in which the concept of an expert guidance specialist working with individual clients in a contextual vacuum is replaced - or at least supplemented - by a more diffuse approach, in which a more varied range of interventions is used, with a greater emphasis on the individual as an active agent rather than a passive recipient within the guidance process (Watts, Guichard, Plant & Rodrigruez, 1993).

Other current work in the UK can be can be viewed as being along broadly similar lines to that outlined in the model. For example, Marcus Offer is working with VT Southern Careers in Hampshire on a Web-based system, which uses three levels of service (with professional support, with some non-specialist support, and self-help) set against five learning outcomes based on DOTS (self awareness, opportunity awareness, matching, decision making, and transition planning), with an inventory of Frequently-Asked Questions (FAQ) being offered to help individuals identify, on an unmediated self-help basis, which resources they might use (Offer, 1999).

In relation to adult guidance, the three levels of service delivery identified in the model bear some similarities to the distinctions between "information", "advice" and "guidance" which - as noted in the introduction - underpin current policy debates in the UK. "Information" was defined at a recent NICEC policy consultation carried out for the Department for Education and Employment (Corney & Watts, 1998) as "data on learning and work opportunities conveyed through printed matter, audio-visual materials or computer software, or through information officers in careers services or helpline services such as Learning Direct": this seems close to "self-help services". "Advice" is defined as "providing an immediate response to the needs of clients who present an enquiry or reveal a need that requires more than a straightforward information response", and as

being "usually limited to helping with the interpretation of information and with meeting needs already clearly understood by the client", which "may or may not include signposting to a guidance interview (or other intervention) where a more in-depth response can be provided": this is an attenuated form of "brief staff-assisted services". Finally, "guidance" (or "professional guidance") is defined as "an in-depth interview (or other intervention, e.g. group guidance) conducted by a trained adviser who helps clients explore a range of options, to relate information to their own needs and circumstances, and to make decisions about their career - i.e. their progression in learning and/or work": this seems close to "individual case-managed services".

There may however be an important difference in the application of the model in this context. The model was developed in two situations in the USA - a career guidance service run by a university both for its own students and for the local community, and the "one-stop centres" being developed in many states with US Department of Labor support - where the task was to find the best way of allocating and rationing a limited "free" (i.e. publicly-funded) resource. This may be directly relevant to the "information" and "advice" parts of the Government's strategy, which are likewise to be free to the user. With "guidance", however, the intention is that services should include "those for which a charge is levied". This suggests the possibility of developing a market which will expand provision in response to demand. If Individual Learning Accounts succeed in significantly expanding the resources for lifelong learning on the basis of co-investment between individuals, employers and the state, they could expand the resources for guidance too (Corney & Watts, 1998). In this situation, instead of thinking of how we limit the people receiving "individual case-managed services" to those who really "need" it, should we not be encouraging individuals to consider the benefits they might acquire from such services - even if their "capability" is high?

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